



# CHAPTER I



## INTRODUCTION



"EACH CITY DIFFERS FROM EVERY OTHER CITY IN ITS PHYSICAL CHARACTERISTICS AND IN THE NATURE OF ITS OPPORTUNITIES, SO THAT THE DEVELOPMENT OF EVERY CITY MUST BE ALONG INDIVIDUAL LINES. THIS VERY FACT ALLOWS FULL SCOPE OF THE DEVELOPMENT OF THAT PECULIAR CHARM WHICH, WHEREVER DISCOVERED AND DEVELOPED IRRESISTIBLY DRAWS TO THAT CITY PEOPLE OF DISCRIMINATION AND TASTE, AND AT THE SAME TIME BEGETS THE SPIRIT OF LOYALTY AND SATISFACTION ON THE PART OF THE CITIZENS"

**Daniel Burnham – Planner and Architect (1846-1912)**

*This document, the second edition of the Taylorsville General Plan, represents the preeminent policy document of the community in terms of guiding the physical and social development of the City. All future decisions and actions concerning development in the City ~~must~~ should (council) be consistent with the Plan to ensure a desired level of implementation. The Plan should be reviewed annually and updated every three to five years to ensure it meets the needs of our community.*

### Introduction

Shortly after the incorporation of Taylorsville in 1996, the City set out to establish their first general plan. The plan, authored by Landmark Design, Inc. of Salt Lake City, Utah was officially adopted by the City of Taylorsville on May 21, 1997. Five years later the Taylorsville City Council approved funding the update of the original plan to better address current conditions in the City. This general plan update represents nearly two years of work by many dedicated individuals who, because of their loyalty and extraordinary affinity for this community, selflessly volunteered their time to this planning process.



### **What is a General Plan?**

In broad terms, a general plan is a document that aims to map out and articulate a city's future based on a shared vision of the community. Although most communities deal with similar issues, there is no set template for what a general plan is. Usually a general plan will have elements addressing issues concerning the physical development of the community such as land use, transportation, housing, parks and open space, urban design, and economic development. Ideally, each city's plan is tailored to their own particular circumstances and is comprehensive yet general in nature.

### **General Plan Purpose and Authority**

Utah State law requires that each city prepare and adopt a "comprehensive, long-range general plan" to focus on present and future needs of the city as well as address growth and development of land within the community. State code also stipulates that each city "may determine the comprehensiveness, extent, and format of the general plan" §10-9-301, Utah Code Annotated.

### **The Taylorsville General Plan**

Since its incorporation in 1996, Taylorsville City has seen significant changes and will undoubtedly see more changes in the future. The Taylorsville City General Plan includes goals, objectives, actions and practices that anticipate and guide future changes and achieve the community's vision. Future community changes may reflect modifications in social, economic, cultural, and/or environmental factors that come from both within and outside the community but will be shaped and guided locally by the goals, objectives, actions, and practices included in this plan.

The updated Taylorsville City General Plan will provide guidance in terms of how the city will look, function, provide services, and manage resources. Other actions, laws, and policies of the City, such as the City's small area planning program, subdivision requirements, and zoning ordinance are subordinate to, and are required to be consistent with the general plan. The Taylorsville general plan is broad in scope and articulates the vision and values of the community.

The Taylorsville City General Plan can be implemented because it is realistic and addresses the needs of the community. It is designed and structured to be used by all members of the community as a policy framework for decision-making on both public and private development projects.

### **Guiding Principles of the Plan**

During the numerous meetings and hearings pertaining to the general plan update, it became evident that several general principles were emerging that crossed the boundaries of the various individual chapters of the document. The principles of identity, beauty, livability, balance, economic prosperity, and



sustainability all became values with universal interest and helped to establish a foundation for the eventual development of the plan. Accordingly, each of the six principles are represented throughout the document and are reflected in each of the individual elements of the Taylorsville General Plan. Each of the six principles, as characterized in the plan, are identified below:

### **Identity**

Although chapter two of the Taylorsville General Plan is dedicated to the concept of community character, it became clear that this specific topic was one that was universal in range and importance. Establishing a sense of community identity, for example, was a primary subject of discussion even during consideration of seemingly independent subject matters, such as transportation, economic development, parks, and land use. Community identity is what makes a city unique and what gives it personality. It is that particular and hard to define quality that gives a community a sense of place and is usually the foundation of community pride.

### **Beauty**

Upgrading the City visually is also a principle of collective importance. From neighborhoods (Housing Chapter) to commercial centers (Economic Development Chapter), and roads (Transportation Chapter) to Parks (Parks, Open Space, Recreation and Trails Chapter), discussion often centered on the need for Taylorsville City to improve in the area of aesthetic quality.

### **Economic Prosperity**

Economic development and the growth of a strong tax base is a priority strategy for most communities. Although decisions should not be solely based on economic development ambitions, the City of Taylorsville must foster an atmosphere that enables businesses to prosper.

### **Livability**

The principle of livability centers around the concept of providing a high quality of life, and establishing a safe and healthy environment in which to live.

### **Sustainability**

For the purposes of this document, sustainability is defined as the concept of long term success. Many felt like the saying “*you can pay me now or you can pay me later*” is especially relevant in municipal government. Making decisions based on long term success rather than short term rewards will create a foundation for enduring success and future prosperity for the City.

### **Balance**

Quality communities are balanced communities. The concept of balancing land uses, commercial tax base, housing options, and transportation choices are all cornerstones of strong and sustainable communities

### **General Plan Mission Statement:**

*Articulate and Provide Clarity in our vision and direction as a community and provide a framework for decision making to implement that vision and direction.*

## **1.1 The Taylorsville Story**

### **Remembering the Past**

After the Mormon pioneers arrived in the Salt Lake Valley in 1847, men on horseback explored the South Valley. On one of these trips, a pioneer named Joseph Harker noticed the fertile soil along the Jordan River and in fall, 1848, moved south and built a cabin on the west bank of the Jordan. He thus became the first settler in "Over Jordan," the pioneer term for all land west of the Jordan River. In winter, 1849, nine other families crossed the frozen river and joined the Harkers. Among them were the John and Samuel Bennion families and the John Taylor family.

When spring came, the group tried to channel Jordan River water onto the land but tapping the powerful river proved too difficult. They moved south to a place where Big Cottonwood Creek flows into the Jordan River (about 700 West 4100 South). Here, they were able to direct water from Bingham Creek onto the land. Despite illness, hunger, cricket infestation and confrontation with local tribes, the pioneers were able to harvest a small crop that autumn.

In 1850, the colony moved a second time - a short distance south to a bend on the Jordan River between about 4300 and 4800 South. This site became known as Taylorsville and by 1851, had expanded to about 15 families. One newcomer, Robert Pixton, wrote that he moved to Taylorsville because "Salt Lake City has become too large and dangerous to raise a family in." John Bennion, in a letter to relatives in England, described the community idealistically: "If peace dwells upon this earth it is here," he wrote, "Here are the most prosperous people in the world, enjoying free soil, pure air, and liberty to worship our God as we please..."

Water from creeks in the Taylorsville area was not the best quality. So in the early 1850s, residents began building the Mill Race Canal to tap the Jordan River directly and bring water to their farms in a manageable stream. This canal starts at about 6600 South and flows north between about 800 and 1100 West. Early Taylorsville-Bennion residents also helped build the North Jordan Canal which runs north through the community at about 1300 West, and the South Jordan Canal which flows northwest, entering the community about Redwood Road and 6600 South and flowing into West Valley City at about 3200 West and 4700 South.

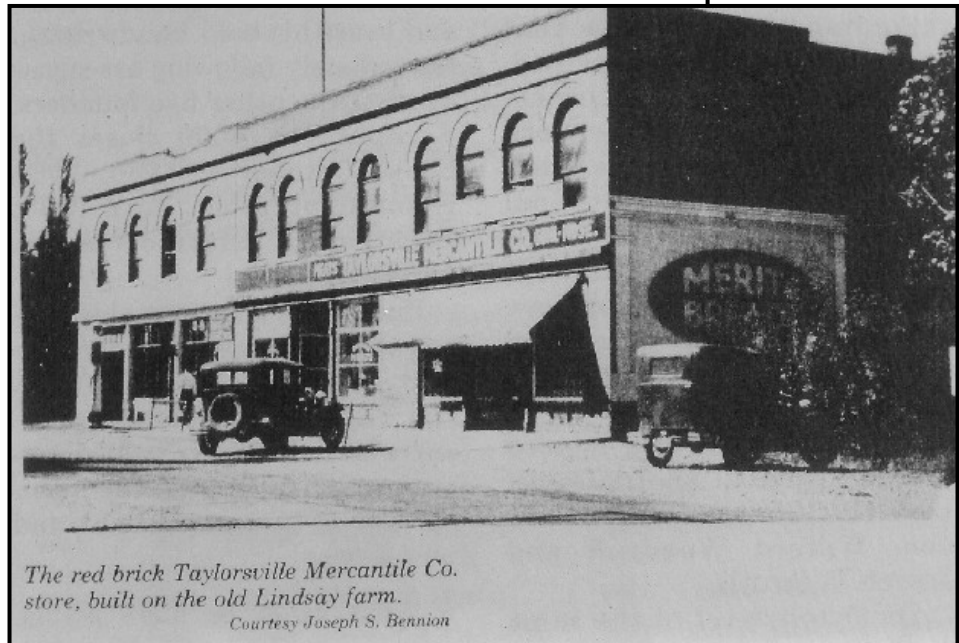
Canals were used to power mills, as well as to provide irrigation. A sawmill, woolen mill, and grist mill were all established and operated along the canals.

These canals greatly influenced development patterns in the Taylorsville-Bennion Community.

To protect the early settlers of the south Salt Lake valley from attack, Brigham Young ordered a series of forts to be constructed. In 1854, English Fort was built on two acres near the present Taylorsville Cemetery (about 4500 South Redwood Road). Many families who had moved to the Taylorsville area in the early 1850s spent some time between 1854 and 1859 living in the fort for protection.

By 1860, the Taylorsville area had 178 residents. Settlement was centered between what is now Taylorsville Expressway and the Murray-Taylorsville Road, which was regarded as "Main Street." East to west, most farms were between the Jordan River and Redwood Road. In 1867, the Rock Schoolhouse, the first permanent school, was built near Murray-Taylorsville Road and 1100 West on what was known as Pixton Hill. A commercial area containing a church, post office, blacksmith shop and grocery store was developed at Redwood Road and 4800 South. Taylorsville Mercantile was a notable business on the street, selling everything from needles to automobiles.

The Taylorsville-Bennion area remained agricultural through the 1940's. Most development consisted of farm houses along unpaved roads, and population growth was slow. In fact, when the Bennion LDS Ward was founded in 1877, it had 600 members. On its 50th anniversary (1927), it still had 600 members, and in 1932, membership was still listed at about 600.



The suburban boom hit the community about 1960. That year, Taylorsville-Bennion's population was about 4,000 and had just over 600 housing units. By 1987, the estimated Taylorsville-Bennion population was 49,600 with over 16,000 housing units. Most housing constructed prior to 1980 was single-family. However, after 1980, there was an unprecedented boom in multi-family residential development. Commercial growth was equally dramatic. In 1970,

**Illustration 1.1.1:**  
The Taylorsville  
Mercantile Circa  
19\_\_.



the community had about 17,000 square feet of commercial space. By 1987, it had about 1.8 million square feet.

### **Taylorsville Today**

Taylorsville has become an established and diverse community. On July 1, 1996, Taylorsville became a city following a fourth and successful incorporation effort. Voters voiced by more than a 2 to 1 margin a desire to take control of their community from Salt Lake County.

Many residents were instrumental in the effort to incorporate. The process, which began in September 1994, involved a full year of neighborhood meetings and education efforts. Community spirit and activism, which remains very high,

prompted an unusually large number of citizens to run for an elected office; eleven people for mayor and 68 for five seats on the City Council. Since incorporation, numerous Taylorsville residents have actively served on other committees and volunteer projects.

Although current residents of Taylorsville enjoy a very high quality of living, the community still faces many challenges. Taylorsville has little undeveloped land and its development patterns are well established and often don't represent current trends in commercial growth. In addition, growth in surrounding communities has

significant affects on Taylorsville's transportation network and economic tax base.

According to the Governors Office of Planning and Budget, the City of Taylorsville is the ninth largest city in the State of Utah with an estimated 2002 population of 59,115.

### **Moving Into the Future**

Despite numerous challenges, the future looks bright for the City of Taylorsville. With stable neighborhoods, a strong and established government, a strategic location, and dedicated citizenry, the City is well positioned to prosper in the future. However, to fully realize the City's true potential, intelligent and consistent decisions must be made. The primary purpose of the Taylorsville General Plan is to bring logic and consistency to decisions concerning future development.



**Illustration 1.1.2:**  
Taylorsville City  
Hall.



**Illustration 1.1.3:**  
Above Taylorsville at  
5400 South and  
Redwood Road.  
1958 (top) and 2000  
(bottom).

## 1.2 General Plan Planning Process

### General Plan Steering Committee

The City of Taylorsville established the General Plan Steering Committee (GPSC) in July of 2002 to oversee the development of the City's updated general plan. The committee was made up of individuals representing the City Council, Planning Commission, Board of Adjustment, various committees, Salt Lake Community College, citizens-at-large, and City staff. After conducting several meetings to discuss issues and objectives for the plan, the committee participated in the consultant selection process and the development of the draft plan. The GPSC conducted \_\_\_ meetings from July 2002 to February 2005.



**Illustration 1.2.1:**  
General Plan  
Steering Committee  
Meeting

### Public Participation

The Taylorsville City General Plan was prepared with a number of opportunities for review and comment. Opportunities for public participation were incorporated at all phases of the General Plan's progress. In addition to the GPSC meetings, the City conducted several meetings, workshops, and open houses to solicit input from elected and appointed officials, citizens and other groups potentially affected by the general plan. In addition, a website was maintained with the most current draft versions of the general plan update and visitors were able to make remarks via e-mail. Many comments were received and included in the draft plan as a result of these meetings.

### Approval Process

The Taylorsville City Planning Commission conducted public hearings in March and April 2004 to receive comment and input on the Taylorsville City General Plan update. On December 14, 2004 the Taylorsville Planning Commission made a formal recommendation to the City Council to adopt the proposed draft plan. After conducting the required public hearings in May of 2006 the Taylorsville City Council adopted the Taylorsville City General Plan update on \_\_\_\_\_, 2006.



### 1.3 Using this Document

#### Layout and Organization

The Taylorsville City General Plan includes the following chapters as allowed and provided by the laws of the State of Utah:

- Chapter 1 - Introduction
- Chapter 2 - Community Identity
- Chapter 3 - Land Use and Annexation
- Chapter 4 - Transportation
- Chapter 5 - Economic Development
- Chapter 6 - Parks, Open Space, Recreation and Trails
- Chapter 7 - Neighborhoods and Housing
- Chapter 8 - Implementation

Each chapter provides background and discussion for each topic. Integrated within the discussion is a series of *goals* followed by *objectives* with corresponding *action statements* and *best practices guidelines* to help provide both short and long term guidance for the implementation of the goals within the chapters. For the purposes of this document, a “goal” is defined as a general, overall, and ultimate purpose, aim, or end toward which the City will direct effort. “Objectives” are more specific aims that directly correspond to a stated goal and establish a clear implementation direction. “Actions” (or “action statements”) are organized activities, strategies, programs, or other tasks that, when performed, help achieve the particular objective. “Best practices guidelines” are guiding policies meant to provide guidance and direction for short-term or long term decision making within the City. For format and clarity, objectives are indicated in bold format followed by dialog boxes containing relevant action statements and best practices as the sample illustrates below:

#### Objective X.1.1: Specific Objective Statement

##### Action Statements:

AS-X.1.1 (a): Action statement #1 that will implement objective X.1.1 above.

AS-X.1.1 (b): Action statement #2 that will implement objective X.1.1 above

##### Best Practices Policies:

P-X.1.1 (a): Best Practice policy statement #1 that will implement objective X.1.1 above.

P-X.1.1 (a): Best Practice policy statement #2 that will implement objective X.1.1 above

### **Objective X.1.2: Specific Objective Statement**

#### **Action Statements:**

AS-X.1.2 (a): *Action statement #1 that will implement objective X.1.2 above.*

AS-X.1.2 (b): *Action statement #2 that will implement objective X.1.2 above.*

#### **Best Practices Policies:**

P-X.1.2 (a): *Best Practice statement #1 that will implement objective X.1.2 above.*

P-X.1.2 (a): *Best Practice statement #2 that will implement objective X.1.2 above.*

## **1.4 Amending the Plan**

***Goal 1-4: The Taylorsville General Plan will be a dynamic document that provides a consistent framework for decision making and adapts to conform to changing priorities of the City.***

Community needs and priorities change in response to changing local, regional, and national conditions. To ensure that the Taylorsville City General Plan continues to meet community needs and priorities the plan will be updated and revised as necessary to reflect these changes.

The General Plan Steering Committee, Planning Commission, City staff, City Council, or the general public may initiate amendments to the General Plan. Amendments require submittal of an application to the City and public hearings by the Planning Commission and City Council.

Public decisions to recommend or adopt a General Plan amendment are required to be supported by *findings of fact*. These findings provide the basis for general plan amendment decisions. As a guide, all amendments to the Taylorsville City General Plan should include findings on the following items:

1. The proposed amendment is in the public interest.
2. The proposed amendment is consistent with the broad intent of the General Plan.
3. The potential effects of the proposed amendment have been evaluated and determined not to be detrimental to public health, safety, or welfare.
4. The proposed amendment has been processed in accordance with all applicable requirements of the Utah Code.



## 1.5 Plan Implementation

### ***Goal 1-5: Provide a comprehensive implementation strategy for the Taylorsville General Plan.***

A clear and comprehensive implementation strategy is essential to the success of the Taylorsville General Plan. Chapter 8 assembles and coordinates in a table format all goals, objectives, action statements, and best practice policies contained in the plan. Chapter 8 also provides guidance in terms of estimated timeframes and responsible parties for action statements contained within the plan. A number of the actions will be achieved by revisions to the City's zoning ordinance, subdivision, and other land use and development related regulations.

To continue to meet the needs of the community, the Taylorsville City General Plan must be continuously reviewed and updated as necessary. The plan is intended to be a "living" document that may change with changing circumstances, needs, and concerns of the City. To ensure that the Taylorsville City General Plan remains up-to-date and reflects the current priorities of the City, the plan will be reviewed annually by the Taylorsville City General Plan Steering Committee and Planning Commission. The General Plan Steering Committee will present a recommendation to the Planning Commission and subsequently the Planning Commission will recommend to the City Council any General Plan revisions, as necessary. As the annual Taylorsville City budget is an implementation tool for the General Plan, the General Plan Steering Committee and Planning Commission will review and provide recommendations to the City Council on the annual Taylorsville City budget prior to the required City Council budget hearings. As part of this review, the General Plan Steering Committee and Planning Commission may make recommendations to the City Council on budget priorities for General Plan implementation. Through the presentation of annual reports to the General Plan Steering Committee, Planning Commission and City Council, the City Staff will provide a status report on the City's progress on plan implementation and will identify any recommended revisions to the Plan.

### **Objective 1.5.1: Annually (or as often as necessary) review and update the General Plan.**

#### ***Action Statements:***

AS-1.5.1 (a): Establish the Taylorsville City General Plan Steering Committee as a permanent advisory committee to the Planning Commission and City Council.

AS-1.5.1 (b): The General Plan Steering Committee will review the Taylorsville City General Plan annually, and provide

recommendations on necessary Plan amendments to the Planning Commission and City Council as necessary.

**Objective 1.5.2: Regularly monitor and evaluate the success of all actions related to the General Plan.**

***Action Statements:***

AS-1.5.2 (a): The General Plan Steering Committee will monitor the implementation of the Taylorsville City General Plan, and provide ~~annually~~ a an annual (council) "General Plan Implementation Evaluation Report" to the Planning Commission and City Council.

AS-1.5.2 (b): The Planning Commission and City Council, based on the General Plan Implementation Evaluation Report, will identify work tasks and budget allocations necessary to implement the General Plan.

AS-1.5.2 (c): The General Plan Steering Committee and Planning Commission will provide recommendations to the City Council on the draft City budget prior to budget hearings.

**Objective 1.5.3: All decisions concerning future public and private development in the City of Taylorsville should be consistent with the intent of the General Plan.**

***Action Statements:***

AS-1.5.3 (a): Adopt a "consistency provision" in City code that requires all official decisions by the City of Taylorsville to be consistent with the Taylorsville General Plan.